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UNCLAS SECTION 01 OF 12 NDJAMENA 000084

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ADDIS ABABA FOR AU

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TAGS: [ELAB](#) [EIND](#) [ETRD](#) [KTIP](#) [PHUM](#) [SOCI](#)
SUBJECT: CHAD: INFORMATION ON CHILD LABOR AND FORCED LABOR FOR DOL
CONGRESSIONAL REPORTING REQUIREMENTS

REF: A) 09 STATE 131997, B) 09 N'DJAMENA 0053, C) N'DJAMENA 32

NDJAMENA 00000084 001.2 OF 012

SUMMARY

¶1. (U) Chad is a developing central African country still recovering from nearly successful coups d'etat in 2005/06 and serious rebel incursions from a neighboring country in 2008/09. Eighty per cent of its 11 million people are engaged in subsistence farming or herding, and living primarily under the rule of traditional African customary law overlaid by colonial-era French legal arrangements. Poverty is widespread (per capita income is about USD 640 per year); 70-75 per cent of the government's revenues are derived from the only significant source of wealth, a modest petroleum production of 120,000 barrels per day. In this context, Embassy N'Djamena supplies the following responses to questions in Ref A, with available information keyed to assigned categories. Unless otherwise indicated, information is derived from Post conversations with officials at the Chadian Ministries of Labor, Justice, and Human Rights, the Chadian National Army, and UNICEF, UNFPA, UNHCR, ICRC, CARE, OIE, World Vision, IMF and World Bank.
END SUMMARY.

TASK 1/TVPR

¶2. (U) NOTE: Having ascertained that no good produced in Chad appears on the current TVPR list (cf. Ref A, para 14), post

provides information requested in Ref A, para 15 on the following five goods: crude oil, cotton, gum Arabic, sugar, and livestock (to include cattle and hides, goats, sheep, and camels). These goods are listed, with one exception, in the order of their estimated commercial value for the latest year available. In post's view it is advisable to compress the six categories contained in Ref A's reporting instructions into a single narrative for those goods which manifestly involve no discernible forced labor or child labor.) END NOTE.

GOOD - PETROLEUM/CRUDE OIL

13. (U) Sections (1A)-(1F): The production of crude oil in Chad is accomplished by a consortium of three international oil companies led by a subsidiary of Exxon Mobil known as Esso-Chad. This is the only industry in the country consistently producing a commodity or good of high value. (Royalties/taxes to the GoC in 2009 totaled nearly USD 400 million.) As the primary operating partner, Esso-Chad sets strict safety standards in keeping with international norms, which it meets every year. The precise and/or technical nature of its work, and the high profile of the firm, make employment of forced labor or child labor virtually impossible. Embassy officers are in frequent communication with Esso-Chad's management at all levels, and also with international financial institutions and some local NGOs - all of whose staff take a strong interest in the consortium's work practices. None have ever mentioned forced labor/child labor in any part of the petroleum enterprise. To the contrary, Exxon Mobil in Chad is regarded as a model company, particularly in respect to continuing good community relations and environmental consciousness. It has been acknowledged as such by the Department of State, among other organizations. In short, petroleum production is both too lucrative and too important for the producers as well as the national government involved to

NDJAMENA 00000084 002.2 OF 012

risk jeopardizing their earnings with inherently dubious and inefficient work practices such as child labor/forced labor.

GOOD - COTTON

14. (U) Sections (1A-1F): Cotton is the third-largest product of the Chadian economy in terms of annual dollar value. Latest official statistics available from the GoC are for 2007, which show an approximate total value of USD 35 million. Some of the reasons for which Chad's cotton production is of relatively low value include that, like every other commercial endeavor except petroleum, cotton farming/marketing is low-tech, manual-labor intensive, and prone to both government and semi-private mismanagement. Because hand labor is employed to a considerable extent, there are occasional suspicions that exploitive child labor may be involved, particularly since many of the primary cotton growers are informal, non-regulated, often family-owned farms. Despite apparent opportunity, post has found no hard evidence of forced labor/exploitive child labor in this agricultural sector. Ministry of Labor officials say they have no record of any cases being prosecuted, complaints filed, or labor inspector discovery of instances of abusive labor practices in the cotton sector. In conversation with local UNICEF officials, cotton production was never mentioned as an area of concern. Post concludes that the prevalence of forced labor/exploitive child labor is very low.

GOOD - GUM ARABIC

15. (U) Sections (1A-1F): One of the less significant goods (in terms of total production value) but a steady minor export earner at about USD 4 million in 2007, the gum arabic sector of the agriculture part of Chad's economy has very occasionally been mentioned as a possible location for exploitive child labor. The work is relatively simple, albeit usually performed under harsh desert conditions, and job sites are isolated and far from most urban areas. Probably there are a few incidents of poor families "renting" or selling a child to a producer. But as with cotton and sugar, the Ministry of Labor has no record of any forced

labor/exploitive child labor having been reported or discovered in 2009 or years past. Post reports on this good only to complete coverage of the larger items of production.

GOOD - SUGAR

16. (U) Sections (1A-1F): Sugar is grown and marketed internally in Chad, but the country can only produce about 25,000MT per year, which supplies one-fourth of the country's needs. The remainder is imported from more efficient producers in DR Congo, Cameroon, and Brazil. Post reports on this product only to complete the list of chief goods turned out by Chad, and also to note a strong opinion about the absence of child labor in this sector. A high-ranking Ministry of Labor official, who served for several years as a labor inspector, told emboffs that he was convinced there were no underage children working in the sugar cane fields even though there are frequently children to be found at the fields. He gave two reasons: a) all sugar cane is cut by hand in Chad (in the absence of any mechanization) and this hard work requires adult strength and determination, particularly since work is usually performed between midnight and 5 a.m., when the heat is least intense; and b) women frequently bring their young children with them (and thus create the impression that the children are being exploited) when the reality is that there are no child care facilities available in villages.

NDJAMENA 00000084 003.2 OF 012

GOOD - LIVESTOCK:

CATTLE, BEEF, HIDES, GOATS, SHEEP, CAMELS

17. (U) Section (1A-D): Livestock, particularly cattle and hides, is the second most important category of good produced in Chad, at a value in 2008 of about USD 42 million. This is the one good produced where there is a common perception that child labor, perhaps of an exploitive nature, is employed. Animal herds are moved long distances in the country every year, following traditional routes in search of water and pasture as the seasons change. A considerable number of herders is needed, and poor families are commonly believed to "rent" or even "sell" one or more of their young children for this labor. Ministry of Labor officials and UNICEF staff acknowledge that the practice does in fact occur, although no one has hard numbers. The understanding that the practice violates rights is slowly entering the public consciousness in Chad; for many it the way things have always been done. The fact that children undergo tribal initiation rites to adulthood at puberty contributes to the perception that they can be gainfully employed upon initiation. Ministry of Labor officials also point to the fact that while education is technically free, many Chadians cannot afford to pay even the modest amounts necessary for textbooks and uniforms, and thus take their children out of school even before compulsory primary education ends at age 11. It is well documented that only about 30 per cent of Chadian youth remain in school beyond primary grades, in part because secondary schools are scarce in the countryside. Thus many children are available for work as herders starting at around age 11.

18. (U) Section 1E-F: The Ministry of Labor has no firm data on the numbers of child laborers who may be employed as herders or exploited by this type of work. There are ongoing public campaigns to sensitize the population to the dangers of giving, renting or selling one's children to others to work in this sector, but Ministry of Labor contacts tell us that the country and its culture has not fully accepted that the practice is unacceptable. UNICEF has advised Chad on the need to attempt to eliminate child herding over time by focusing on construction of schools, but there have been few major efforts by other NGOs to combat this type of child labor. Clearly, the staffing and content level of both elementary and secondary school systems must be increased, and incentives provided for attendance, particularly in rural areas where most child herders are found. There is little point in removing children from their own families or preventing them from herding in their families' enterprises unless better and equally profitable uses of their time are available. This does not appear likely in the short term.

TASKING 2/TDA

PART 2A: PREVALENCE AND SECTORAL DISTRIBUTION
OF EXPLOITATIVE CHILD LABOR

¶9. (U) Sub-part 1. There is evidence, some anecdotal, some easily observed, that children are involved in street vending and domestic service in private homes. UNICEF and other NGOs confirm that an unknown number of under-age male children remain the national army of Chad and in rebel militias, although UNICEF obtained the release of 240 child soldiers in 2009 (and a total of 795 since 2007). There are suspicions and speculations that some children might be or

NDJAMENA 00000084 004.3 OF 012

have been involved in illicit activities such as prostitution, narcotics trafficking or production, or in other commercial sexual activities, but information about these forms of exploitation cannot be provided by the Ministries of Labor or Justice. These matters (fundamentally shameful to most Chadians) are almost entirely under the purview of special units of the police or of the Ministry of Public Security. UNICEF believes that at least one case of possible child prostitution in a Sudan refugee camp in Eastern Chad was being investigated by the Detachement integre de securite (DIS), the UN-trained force of Chadian police and gendarmes who have been charged with increasing security in refugee camps.

¶10. (U) Sub-part 2. Ministry of Labor officials who were interviewed extensively about data collection stated to emboffs that no data has been collected or exists on exploitive child labor during the reporting period or in past years, primarily because the Ministry has no trained statisticians or other personnel competent in such techniques. As these officials described the work of the Ministry's 25 field inspectors and 59 assistant inspectors, a picture emerges of a small group of dedicated but only partly-trained "cops-on-the-beat," without powers of arrest, who patrol a large area of responsibility, hoping to deter bad labor practices of all kinds by their mere presence. If situations written up by labor inspectors appear sufficiently grave to supervisors in the Labor Ministry, cases are referred to the Ministry of Justice (office of the Attorney General-equivalent) for possible prosecution before a judge. Referral to Justice happens seldom. There has been no collection of data about prosecutions or potential prosecutions. Labor Ministry officials stated that an annual meeting of representatives of four ministries (Labor, Justice, Social Action, and Planning) has taken place in the past several years, during which information about significant cases is shared in an effort toward collaboration. No written minutes or records are kept. The Labor Ministry has plans to train an additional 30 labor inspectors in 2010.

PART 2B: LAWS AND REGULATIONS

¶11. (U) Sub-part 1. Labor Ministry officials interviewed by emboffs stated that no new laws or regulations were enacted in regard to exploitive child labor over the past year. According to Ministry of Labor contacts, a draft Plan of Action against the worst forms of labor exploitation and trafficking in persons, originally designed to be put into place in 2008, has been pending since that time, with implementation delayed by the 2008 rebel attacks and consequent closure of the National Assembly until mid-2009. The Plan of Action includes the goal of grouping all of Chad's existing laws protecting children -- which exist in various parts of the colonial-era Civil and Criminal Codes -- and supplementing them with additional laws to address the rights of children beyond the age of 11 (when compulsory schooling ends), and further adding in terms from the UN Convention on the Rights of the Child, the UN Convention against Transnational Organized Crime, the Additional Protocol to Prevent, Suppress and Punish Trafficking in Persons, and the Hague Convention on International Child Adoptions. The ultimate goal is to publish an addendum to the Civil and Criminal Codes to be entitled the Chadian Code on Child Protection. The Chadian National

Assembly voted in July 2009 to authorize President Deby to ratify the UN Convention against Transnational Organized Crime and the Additional Protocol on Trafficking (and he did so), but other new national legislation with respect to the eventual Code on Child Protection is still pending.

¶12. (U) As noted in Ref B, in previous years, because of the

NDJAMENA 00000084 005.2 OF 012

difficulty of getting legislation through the National Assembly, plans were drawn up for an Executive Decree that would enable prosecution so that Chad would be better able to meet its commitments to international labor conventions aimed at protecting children. The draft decree has now cleared the Secretary General of the Presidency and is on President Deby's desk. It has been suggested that one reason for reluctance to sign the Decree is that the President or his advisers are uneasy about creating more internal responsibilities for a government that is already far overstretched. Another reason is that the need for the Decree would be obviated if legislation with the same aims could be passed, now that the National Assembly is functioning again. As reported last year, the Decree would harmonize Chadian labor regulations with ILO Articles 182 and 138, adding more infractions to Chad Labor Code Article 190.

¶13. (U) Sub-part 2. The core question set out in Sub-part 2 contains two variable situations and implies a third. a) The international standards in Ref A's paras 27 and 28 are partly applicable in Chad now, and will be considerably more so if the pending Decree described above is signed or laws passed. b) Chad's legal and regulatory framework is probably not now adequate to address all forms of exploitive child labor, but will be strengthened if planned actions are taken. Even without planned legal and/or legislative changes, Chad's existing framework would likely be adequate were there a robust, well-funded, and politically supported ministerial bureaucracy to execute it. c) Some forms of exploitive child labor are currently being addressed (e.g. child soldiers), but others (e.g., child street vendors), are not.

PART 2C: INSTITUTIONS AND
MECHANISMS FOR ENFORCEMENT

¶14. (U) Section I of 2C: Hazardous Child Labor

-- Response 1: According to Ministry of Labor officials, all discovery or investigation of hazardous child labor is the responsibility of the Ministry of Labor, with all efforts at prosecution and conviction the responsibility of the Ministry of Justice.

-- Response 2: As described by Ministry of Labor officials, in addition to the annual meeting of representatives of the four ministries described in Part 2A, sub-para 2 above, there are also clear procedures for both exchange of information between ministries and also enforcement responsibility. Actual enforcement does not appear to occur often, at least not in the reporting period.

-- Response 3: Chad does not maintain a mechanism for facilitating complaints about hazardous child labor violations. A high-ranking Ministry of Labor official stressed that complaints of this nature, either by victims, or by knowledgeable third parties, were not part of Chadian culture.

-- Response 4: Ministry officials told emboffs that some funding had been provided in the budget for transportation, office facilities, etc., but that the amount was inadequate, even for the six (of 18) districts of the country where labor inspectors are deployed. The senior Labor Ministry official disclosed that the amount in 2009 was about USD 5,000 per single inspector per district. This amount, while exclusive of the inspector's salary, was repeatedly described as inadequate to cover all expenses or to permit the inspector to perform all his work.

NDJAMENA 00000084 006.2 OF 012

-- Response 5: The Ministry of Labor employs 25 labor inspectors and 59 assistant inspectors. In January 2010, 30 additional inspectors completed their training (as part of a process begun in 2009). They have not yet been deployed because of lack of funding.

-- Response 6: The Ministry of Labor could not supply a figure on how many inspections involving child labor had been carried out in 2009. Its officials said they were confident that all inspections were the result of random, government-initiated action. They could not say in which sectors the inspections were done, and they estimated that the number of inspections was probably adequate for the districts where they took place.

-- Response 7: The Ministry of Labor could give no figures for how many children were removed or assisted as a result of inspections, and implied there were none. The officials from the Ministry could not say whether the children involved were provided any social services or simply removed from their jobs. As noted above, according to UNICEF the DIS was investigating a possible case of child prostitution in a Sudan refugee camp in the fall of 2009.

-- Response 8: Ministry officials told emboffs that no cases or "prosecutions" were opened in 2009.

-- Response 9: As with question 8 above, Labor Ministry representatives told emboffs that no child labor cases were closed or resolved in 2009.

-- Response 10: Ministry officials said they could not recall any instances where violations were found or "convictions" reached.

-- Response 11: Ministry officials said they estimated the average length of time to resolve a child labor case was about twelve months.

-- Response 12: The Ministry of Labor said it had no information to impart about penalties applied, fines paid, or jail sentences served, since those matters were the purview of the Ministry of Justice. A Ministry of Justice official with whom emboffs spoke suggested that such actions were seldom taken by the Ministry. Chad's Criminal Code outlaws slavery, indentured servitude, bonded labor, labor by those under 14 (and under 16 for some "dangerous" profession including meat-packing), prostitution and sexual relations with children, among other labor-related statutes.

-- Response 13: The Ministry of Labor's Director General told emboffs that his responses to questions 7-10 above were insufficient to either prove or disprove the GoC's commitment to combat exploitive child labor. He also offered that the collective actions of the GoC, including free primary education, a public campaign against child herding and a highly visible joint effort with UNICEF against child soldiers, indicated the GoC's commitment to end the worst aspects of child labor. He argued that progress would largely depend on funding for increased bureaucracy. Embassy points out that considerable public discussion is under way among elites on child exploitation, in part as a result of UNICEF's efforts to combat child soldiers. GoC has invested to some extent in school buildings and related infrastructure, but has not performed well in training educators or supplying enough of them. When children drop out of school, they become a ready source for those seeking to put them to work.

-- Response 14: The GoC did provide training for the inspectors/assistant inspectors within the Ministry of Labor, but these were general labor inspectors, not specialists in child labor,

NDJAMENA 00000084 007.2 OF 012

and some have not yet been put to work on the ministry's rolls.

15. (U) Section II of 2C: Forced Child Labor

-- Response 1: Ministry of Labor officials told emboffs that their Ministry was responsible for identifying or discovering cases of forced child labor, and that if a case appeared significant, it was

turned over to the Ministry of Justice for prosecution.

-- Response 2: As the Ministry of Labor informed emboffs, a standard procedure exists for that Ministry to "work up" cases concerning forced child labor and then pass them to the Ministry of Justice for prosecution. There is also the annual meeting of representatives of the Ministries of Planning, Labor, Justice, and Social Action, where information on forced child labor can be exchanged. Since there is no record of any cases from either of these proceedings, we are not in a position to judge whether they can be considered effective.

-- Response 3: Chad does not maintain a mechanism for making complaints about forced labor violations. Ministry of Labor officials explained it was not in the Chadian culture for forced labor victims, or third parties, to complain to the government.

-- Response 4: Labor Ministry officials told emboffs that some budget funding had been provided for inspections, but it was not adequate to cover all transportation, office needs, fuel, and other expenses of inspectors actually employed. (NOTE: At no time did Embassy's interlocutors indicate that any funding was provided specifically for use of inspectors in pursuit of forced labor cases. All inspectors are generalists; none are dedicated to a particular type of exploitive child labor. END NOTE.)

-- Response 5: The Ministry of Labor employs 25 labor inspectors and 59 assistant inspectors. In January 2010, 30 additional inspectors completed their training (as part of a process begun in 2009). They have not yet been deployed because of lack of funding.

-- Response 6: The Ministry of Labor officials interviewed could not supply a figure on how many inspections involving child labor (and by extension, of forced child labor) had been carried out in 2009. The officials were confident that all inspections were the result of random, government-initiated actions. They could not say in which sectors the inspections were done. They estimated that the number of inspections was probably adequate for the locations where they took place.

-- Response 7: The Ministry of Labor could give no figures for how many children were removed or assisted as a result of inspections, and implied there were none. The officials from the Ministry could not say whether the children involved were provided any social services or simply removed from their jobs. As noted above, according to UNICEF the DIS was investigating a possible case of child prostitution in a Sudan refugee camp in the fall of 2009.

-- Response 8: Ministry officials told emboffs that no cases or "prosecutions" were opened in 2009.

-- Response 9: Ministry officials told emboffs that no child labor cases were closed or resolved in 2009.

-- Response 10: Ministry of Labor officials said they did not think any violations were found, or convictions reached in 2009, but that in any case the Ministry of Justice was the responsible body.

NDJAMENA 00000084 008.2 OF 012

-- Response 11: Ministry officials said that they estimated the average length of time to resolve a child labor case was about twelve months.

-- Response 12: The Ministry of Labor said it had no information to impart about penalties applied, fines paid, or jail sentences served, since those matters were the purview of the Ministry of Justice. A Ministry of Justice official with whom emboffs spoke suggested that such actions were seldom taken by the Ministry. Chad's Criminal Code outlaws slavery, indentured servitude, bonded labor, labor by those under 14 (and under 16 for some "dangerous" profession including meat-packing), prostitution and sexual relations with children, among other labor-related statutes.

-- Response 13: The Ministry of Labor's Director General told emboffs that his responses to questions 7-10 above were insufficient

to either prove or disprove the GoC's commitment to combat exploitive child labor. He also offered that the collective actions of the GoC, including free primary education, a public campaign against child herding and a highly visible joint effort with UNICEF against child soldiers, indicated the GoC's commitment to end the worst aspects of child labor. He argued that progress would largely depend on funding for increased bureaucracy. Embassy points out that considerable public discussion is under way among elites on child exploitation, in part as a result of UNICEF's efforts to combat child soldiers. GoC has invested to some extent in school buildings and related infrastructure, but has not performed well in training educators or supplying enough of them. When children drop out of school, they become a ready source for those seeking to put them to work.

-- Response 14: The GoC did provide training for inspectors/assistant inspectors within the Ministry of Labor, but these were general labor inspectors, not specialists in child labor, and some have not yet been put to work on the ministry's rolls.

PART 2D: INSTITUTIONS AND
MECHANISMS FOR EFFECTIVE ENFORCEMENT

16. (U) Section I: Child Trafficking

-- Response 1: Embassy contacts at the Ministry of Labor told emboffs that their Ministry had no responsibility for monitoring or investigating cases of child trafficking or use of children in illicit activities, as these are considered criminal rather than civil violation. Special units of the police and gendarmerie, and inspectors in the Chadian National Army (in the case of child soldiers) as well as the DIS, are given first responsibility for investigating trafficking, child prostitution, child soldiers and use of children in illicit activities.

-- Response 2: Post has been unable to uncover figures for the amount of funding devoted to investigating use of children in illicit activities, as some types of exploitation are treated simply as criminal actions and funding to combat them comes from regular budgets. Regarding child soldiers, Chadian inspectors accompanied UNICEF and international representatives including emboffs to installations in Abeche, N'Djamena, Moussoro and Mongo in mid-2009 to identify child soldiers captures from rebel units, discuss demobilization plans, and raise awareness regarding prohibitions against their use. The government cooperated with international efforts to provide rehabilitation services.

-- Response 3: The GoC did not maintain a hotline for citizens to

NDJAMENA 00000084 009.2 OF 012

report abuses, but it did commence extensive investigations within the Chadian National Army to identify and demobilize child soldiers. A total of 240 child soldiers were demobilized in 2009, and 795 since 2007. The GoC has encouraged citizens concerned about the possible recruitment of their children by rebel bands to coordinate with UNICEF to locate the children and obtain their release. UNICEF has worked closely with the families of the child soldiers demobilized thus far -- to the extent that they can be identified -- and has coordinated with other international donors to place the children in job training or educational facilities upon their release.

-- Response 4: Because ongoing criminal cases may not be discussed even with UNICEF, it is not known how many investigations were opened, if any, in response to allegations of child trafficking in 2009. At least one allegation of child prostitution is being followed by the DIS in a refugee camp in Eastern Chad.

-- Response 5: Other than the 795 child soldiers demobilized since 2007 (240 in the course of 2009) it is not known how many additional children have been rescued from exploitative situations. Some elements in the Chadian elite, and some international NGOs, have attempted to raise awareness about the problem of children given to conservative religious schools and forced to beg by their teachers. It is not known how many children may find themselves in such

situations, or whether any have been rescued.

-- Response 6: See above. Ongoing legal cases are not matters for public information release.

-- Response 7: See above. Ongoing legal cases are not matters for public information release.

-- Response 8: See above. Ongoing legal cases are not matters for public information release.

-- Response 9: Chad's Criminal Code outlaws slavery, indentured servitude, bonded labor, labor by those under 14 (and under 16 for some "dangerous" profession including meat-packing), prostitution and sexual relations with children, among other labor- and trafficking-related statutes. Penalties are not always stipulated.

-- Response 10: See above. Ongoing legal cases are not matters for public information release.

-- Response 11: Cases can be resolved quickly -- as occurred with respect to child soldiers -- when evidence of wrongdoing is clear cut. In cases where circumstances are unclear, investigations may take place over a protracted period. Chad follows the French practice of making arrests only when substantial evidence of potential guilt has been amassed.

-- Response 12: Some members of the Chadian National Army have been trained to identify child soldiers, and some Ministry of Labor Ministry of Human Rights inspectors have worked with military counterparts to identify child soldiers in rebel ranks.

-- Response 13: Commanders in the Chadian National Army found to have employed child soldiers have been censured and warned to cease such recruitments if they wish to retain their ranks and avoid prosecution. Surrendering commanders of rebel units who have employed child soldiers may face prosecution for various crimes, although Chad is inclined to extend amnesty to those who wish to return to the fold as part of its longstanding national reconciliation program. UNICEF has declared Chad's attempts to

NDJAMENA 00000084 010.2 OF 012

address the problem of child soldiers "convincing" and demonstrative of a "sense of purpose" in the course of 2009.

PART 2E: GOVERNMENT POLICIES ON CHILD LABOR

17. (U) Responses to individual questions in this section follow:

-- Response 1: The most dramatic and high-profile evidence of GoC desire to address exploitive child labor came at the end of the reporting period (2009), when President Deby spoke at some length in his New Year's address to the Chadian people about the need to combat the worst forms of child labor. The GOC's public campaigns to raise awareness about the dangers of renting/selling children as herders, and more dramatically, about child soldiers (in conjunction with UNICEF) also attest to awareness the problems exist.

-- Response 2: The best example of an effort by Chad to incorporate exploitive child labor specifically as an issue to be addressed in poverty reduction, as well as well as general development and enhanced educational opportunities, can be found in the draft 2008-2010 Plan of Action against the worst forms of exploitation and trafficking, described in para 11 above. The Action Plan contains strategies to educate the population about exploitive child labor; to emphasize the need for children to remain in school; and to raise awareness about the advisability of helping the socially vulnerable.

Unfortunately, the Plan was not launched as intended due to rebel activity in the capital in 2008. Our Ministry of Labor contacts remain frustrated that it has still not been launched to date.

-- Responses 3 and 4: See response 2 immediately above.

-- Response 5: The GoC has worked with UNICEF, CARE, other NGOs, and international partners to provide schooling and job training for demobilized child soldiers. UNICEF describes the programs as highly

effective.

-- Response 6: In conjunction with UNICEF, the GoC hosted internationally-attended inspections of its own armed forces and of captured rebel units to demonstrate that children had been demobilized. We are unaware of commissions or task forces that may have been set up regarding exploitative child labor, although interministerial meetings do occur.

-- Response 7: In the course of 2009, the GoC ratified and signed the UN Convention against Transnational Organized Crime, and the Additional Protocol to Prevent, Suppress and Punish Trafficking in Persons. The Hague Convention on International Child Adoptions is pending before the National Assembly, along with other national legislation related to child protection.

PART 2F: SOCIAL PROGRAMS TO ELIMINATE
OR PREVENT CHILD LABOR

¶18. (U) Responses to individual questions in this section follow.

-- Response 1: The GoC's program undertaken in 2009, in conjunction with UNICEF, to eliminate child soldiers, constitutes an effort that is sincere and at promising, in UNICEF's view. See para 16 above.

-- Response 2: Chadian officials are aware that child labor, particularly for those between the ages of 11 (when compulsory primary school ends) and 14 (when some types of work are permitted), will be difficult to eliminate unless more schools are built and teachers trained. In connection with poverty reduction programs

NDJAMENA 00000084 011.2 OF 012

designed and sponsored by the IMF and World Bank, and with public revenue management programs also put into place by the IFIs, Chad is formally committed to spending on education and not diverting resources to other budgetary activities. Still, its ability to honor commitments is weak, and cronyism is a problem in connection with all public spending. (See Ref C for details.)

-- Response 3: The IMF has described Chad's 2009 and 2010 final budgets as "not bad overall," but it remains concerned that money will be diverted from necessary poverty reduction programs that will improve the GoC's ability to combat exploitative child labor and devoted to military or infrastructure spending.

-- Response 4: Government efforts to expose and thus reduce the use of child soldiers are described in para 16 above.

-- Response 5: The GoC has worked with UNICEF, CARE, other NGOs, and international partners to provide schooling and job training for demobilized child soldiers. UNICEF describes the programs as highly effective.

-- Response 6: In the course of 2009, the GoC ratified and signed the UN Convention against Transnational Organized Crime, and the Additional Protocol to Prevent, Suppress and Punish Trafficking in Persons. The Hague Convention on International Child Adoptions is pending before the National Assembly, along with other national legislation related to child protection. The GoC has long hoped to group its existing laws related to child protection together with these international codes, and to add in additional pending national laws or decrees designed to address gaps in existing laws, and to publish a special Code on Child Protection. This project has not yet come to fruition, but public awareness of the dangers of child exploitation has grown in response to increasing government and international attention. In response to the first question above, this Embassy's estimate is that Chad is probably among the less tarnished of nations in its region. There are reports of almost every sort of corruption and exploitation here, but very few, if any Chadians, see exploitation of children as a raging problem for their nation. Chad has categories of children who are exploited: child soldiers, child herders, children forced to beg by religious masters, urban child beggars, occasional child prostitutes, and children who work with their families' herds or in their fields when they finish school without otherwise being abused. This is to some degree directly

attributable to the fact that Chad remains a poor, largely rural, and illiterate society. Our belief is that people are slowly awakening to the shame and disadvantage of exploitation of children.

¶21. (SBU) The GoC took a few steps in the right direction in 2009, first among these growing recognition among the leadership that child soldiers are unnecessary and undesirable and that it makes good sense to collaborate with UNICEF and other international partners to reduce their number. The child soldier problem is a

NDJAMENA 00000084 012.2 OF 012

diminishing one, although some victims remain. Unfortunately, there was no complementary improvement in the educational sector in 2009. Were more schooling available, particularly for those between 11 and 14, fewer youth and their families would see the labor market as tempting. The GoC deserves straight talk on the topic of public revenue management to ensure that it continues to spend for education; it is getting this sort of talk from the IMF, World Bank and international partners.

¶22. (SBU) If Chad's progress is to be judged on whether there is an increase in investigations, inspections, prosecutions, convictions, etc., then it arguably fails. The number of investigations and inspections with respect to child soldiers went up considerably last year, but other inspections have likely taken place at the same rate as previously. This is as much a problem of Chad's weak criminal justice system as it is lack of interest in deterring or punishing those who attempt to exploit children. Chad will never adjudicate its way out of current problems. Government publicity campaigns, such as those that have focused on child soldiers and herders, have had some effect on public awareness. To sum up our judgment, Chad is not back-sliding, it is just climbing very slowly.